

CALIFORNIA SCHOOLS

Volume VIII

August, 1937

Number 8



**Official Publication Issued Monthly by the
California State Department of Education**

Entered as second-class matter May 8, 1930, at the Post Office at Sacramento,
California, under the Act of August 24, 1912

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COVER DESIGN

Seaport cities are ordinarily located on natural harbors, and nearly all the great cities of the world are seaports.

The history of the Los Angeles harbor has a striking parallel in the one at the city now known as Stalingrad. Peter the Great felt that for the good of Russia there must be a seaport at that point, and at great effort made it. Los Angeles' search for a suitable port was one of its early struggles. Santa Monica, Redondo, and many other small ports served as shipping points. The need for a great harbor led to the development of the tiny fishing village at San Pedro into the present gigantic assembly of piers, docks, railroad tracks, waterways, fuel, supply and repair facilities necessary for the ships that now serve this great metropolitan area.

Out-of-School Agencies and the School Program

AUBREY A. DOUGLASS, *Chief, Division of Secondary Education*

The regulations of the State Board of Education are so drawn as to permit and to encourage local authorities to develop courses and curriculums suited to the needs of the pupils in a particular school and locality. This is regarded as sound practice by the best students of education. The ability and training of California teachers and administrators, which compare most favorably with the ability and training of teachers and administrators elsewhere, reinforce the policy. In accordance with this policy, local governing boards, administrators, supervisors, and teachers should be free from outside influence and pressure in the matter of developing courses of study and curriculums.

Numerous out-of-school agencies have developed programs with which they hope to appeal to young people and to influence their modes of thinking. Usually these agencies are interested in one or two major ideas; sometimes, however, they are concerned with a much more comprehensive program. They appeal with great frequency to the State Department of Education for endorsement. Many times they go to the administrative head of a school with their requests, which are often tantamount to demands, for time and for a place in the program of the school.

HOW ORGANIZED GROUPS OPERATE

Many of the organizations under discussion have worthy interests; others are plainly of the self-seeking type. In either case, they are becoming more and more numerous and more and more pressing in their demands. If the principal of a high school should admit all the groups seeking admission to the schools, the combined demands would more than consume the six hours per day and the thirty hours per week at the disposal of the school. Moreover, the type of program the average organization seeks to further usually involves a contest, with judges and a winner who receives a reward. This procedure tends to destroy the continuity of the regular program; it tends to leave with pupils the idea that the curriculum is one contest after another, with special recognition given to only one or two pupils.

Organizations also seek to further their programs by furnishing special books or pamphlets, or supplying special speakers to address classes. Here the principal or teacher is often at loss to know when a speaker is really a careful, thorough student, able to make an interesting presentation, and when he does not possess these capabilities. Many commercial organizations ask that a certain amount of advertising accompany the booklets, motion pictures, or speakers they wish to send to the schools.

LECTURERS, ENTERTAINERS, AND ASSEMBLY PROGRAMS

Another class of interests is also attempting to gain access to the schools. Numerous lecturers and entertainers wish to present assembly programs, and to be paid for their appearances. The School Code does not permit payment for these entertainments out of school funds. These groups, therefore, try, with considerable success, to stage assemblies which will be paid for by charging admission, or through what is known as "student funds." The number of individuals and organizations who wish to present their attractions, at a price, to high school assemblies is apparently increasing. Some of them have brought pressure to bear upon the State Department of Education for such changes in the law or in the Rules and Regulations of the State Board of Education as will allow them to be paid from regular school funds.

The number of special contests and special projects sponsored by out-of-school interests should be reduced to a minimum. In the first place, it is almost impossible to introduce one contest and to exclude another. Unless care is taken, the school program will be seriously interrupted and the regular studies neglected. In the second place, many of the ideas of concern to special groups have already been woven into the program, but in a nonspectacular way which does not segregate individual students or studies for undue recognition. In the third place, important problems and issues, sponsored by special groups, will be detected by teachers and, if of sufficient importance, will be given the attention they deserve. The special groups with their spectacular programs and contests, and with their insinuations of their own names and organizations into the situations, are perhaps doing more harm than good to the instructional program.

THE FUNCTION OF THE ASSEMBLY

It should be emphasized that not all of the groups that desire time on the school program are self-seeking. They may represent the most worthy causes, they may be perfectly sincere in their convictions, and they may be more than willing to cooperate with school authorities in

any manner those authorities suggest. Some means should be found, other than the prevalent one, of capitalizing upon the interests, energies, and resources of these groups. They should understand what the schools are already doing to further instruction along the lines in which they are interested. They should be shown the manner in which they can aid the program of the school. Many organizations would apparently go to great lengths to supply first-class instructional materials to be used in connection with existing courses.

Many thoughtful students of education oppose the usual special assembly. The State Department of Education finds itself in agreement with this point of view. It should oppose any change in the law which permitted payment for such assemblies out of school funds; it regards charging admission to attractions of this type, even when held after school hours, as violating the spirit, if not the letter, of the legal provisions establishing free public education. In a similar manner the State Department of Education looks upon the payment for assembly attractions from student funds as of questionable ethics and, in general, as in opposition to the educational purposes to be achieved by the assembly.

This point could be greatly elaborated. Suffice it to say that under the law the schools are free. They are supported by public funds. Their function is to minister to the needs of the whole individual. That which truly ministers to the mental, physical, or spiritual development of boys and girls has a legitimate place in the program; that which does not should be excluded from the program. That students should be required to pay, even in part, for activities beneficial to them is in violation of the spirit of free, public education. The people have undertaken to provide equal opportunities to all and not to withhold opportunities from those unable to pay.

The assembly should be a place where opportunity is given for pupils to express themselves. The themes around which the programs are developed should be themes of interest to the entire student body; they should represent activities carried on in the classrooms of interest and of value to all. If an outside speaker is invited to address the students, his subject should be related to some phase of the school program. There are many able persons who would be glad to observe this criterion, and who would contribute their time and talents without thought of financial remuneration. The speaker who goes out of his way to be entertaining, and who seeks to win popularity by merely pleasing his audience, is giving little or nothing of value to the students. Usually he is the one who asks payment. The primary issue, however, is the real purpose of the assembly. It should be a place, to repeat

what has already been stated, where issues of common concern are considered by the pupils themselves.

A CHANGE IN STATE REGULATIONS

The Rules and Regulations of the State Board of Education contain the following provision:

In all types of secondary schools and classes, all time spent by pupils within the school in activity approved by the principal and all time spent in any educational activity which is a definite part of the student's assignment and which is conducted by or under the supervision of a legally certified teacher employed by the governing board of the district, during the hours of the regular school day as established by resolution of the governing board of the district, or in case of special day and evening classes, during the hours fixed for such classes, may be counted as pupil attendance to be credited for apportionment purposes. In no case, however, may time spent by pupils during luncheon periods be credited as attendance for apportionment purposes.¹

The above paragraph clarifies a previous regulation which was interpreted to mean that no one, other than a certificated teacher, could have anything to say to high school pupils. The new regulation also permits field trips to points outside the district. However, it does not release a teacher from the responsibilities that are rightfully his. The speaker from without the school should offer materials which definitely and unmistakably further class purposes; the field trip should accomplish a similar end. Whether an assembly, a class exercise, or a field trip, the activity is to be approved by the principal and under the supervision of a legally certificated teacher. It may again be pointed out that the law does not authorize payment from school funds for the services of persons not holding proper credentials.

¹ *Rules and Regulations of the State Board of Education.* State of California Department of Education Bulletin No. 1, January 1, 1937, Part I, Section II, A, p. 2.

DEPARTMENTAL COMMUNICATIONS

Office of the Superintendent of Public Instruction

WALTER F. DEXTER, Superintendent

UNITED STATES SESQUICENTENNIAL

The particular attention of school officials is directed to the celebration of the United States Constitution Sesquicentennial beginning Constitution Day, September 17, 1937. The proclamation of Governor Frank F. Merriam on Constitution Day urges schools to conduct appropriate exercises on this occasion to commemorate the signing of the Constitution. The Department of Education desires to emphasize the educational significance of such observance and suggests continued emphasis on the events connected with the formation of our Constitution throughout the school year.

Division of Research and Statistics

WALTER E. MORGAN, *Assistant Superintendent of Public Instruction,
and Chief, Division of Research and Statistics*

SCHOOL DISTRICT WARRANT FORMS MUST BE REVISED OR REAPPROVED

All school district warrant forms now in use must be revised to include new items of required content, or resubmitted to this office for approval as containing all of such items. The nature of the specific items of required content is set forth in a nineteen-page mimeographed bulletin issued by this office on July 20, 1937. The title of the bulletin is "Payments from School District Funds."

MIMEOGRAPHED BULLETINS RECENTLY ISSUED

The Division of Research and Statistics has recently issued several mimeographed bulletins in addition to the one mentioned above, containing analyses and interpretations of legal provisions. These have been distributed to school administrators particularly interested in the administrative and financial aspects of the materials presented. Copies of these bulletins, or of "Payments from School District Funds," may be secured by writing to this Division.

The mimeographed bulletins are as follows:

"1937 Legislation Relative to School Finance and Business Administration." June 29, 1937. 19 pages and supplement of 2 pages.

This bulletin summarizes the provisions of all bills passed by the 1937 Legislature, including those awaiting the Governor's action on June 29, dealing with any aspect of public school finance or public school business administration. The supplement gives a final report of the action taken on the bills listed in the bulletin.

"Secondary School Attendance." July 6, 1937. 13 pages.

This bulletin summarizes all provisions of the School Code, including 1937 Legislation, and of the rules and regulations of the State Board of Education, governing secondary school attendance. It also contains a statement of the minimum content prescribed for all secondary school attendance records, and provides suggested secondary school attendance record forms.

"Payments and Transfers from School Funds by County Superintendents of Schools." July 29, 1937. 12 pages.

This bulletin summarizes all provisions of the School Code relative to payments and transfers by county superintendents of schools from school district funds or from county school funds, including all provisions relative to the purposes of such payments and transfers; suggests uniform procedures for such payments and transfers; and contains suggested forms for use for such payments and transfers.

Division of Schoolhouse Planning

CHAS. BURSCH, Chief

REVISED RULES FOR CONSTRUCTION OF SCHOOL BUILDINGS

School officials contemplating construction of new school buildings or the alteration of, reconstruction of, or addition to existing school buildings should obtain a copy of the *Revised Rules and Regulations Relating to the Safety of Design and Construction of Public School Buildings in California* just published by the State Division of Architecture.

The *Rules and Regulations* have been revised as the result of four years' experience in the operation of the "Safety of Design and Construction of Public School Buildings Act" (Chapter 59, Statutes of 1933), and contain much explanatory matter not found in the original *Rules and Regulations* published in 1933.

The revised *Rules and Regulations* embody the results of cooperative effort on the part of many groups interested in assuring the maximum safety of school buildings with a minimum of expense, red tape, and delays to school districts doing school construction. It is interesting and significant to note that a legislative committee assigned the task of recommending legislation to "liberalize" the existing act came to the conclusion, after reading the revised rules, that no such legislation was needed.

It is strongly recommended that school district officials and their architects read the new rules carefully rather than accept hearsay evidence on what can or can not be done in school construction under the earthquake safety act. A close cooperation exists between the State Division of Architecture and the State Department of Education in handling plans for school buildings.

Copies of the *Rules and Regulations* may be obtained from county superintendents of schools and from the Division of Architecture, State Department of Public Works, Sacramento. In southern California copies may be obtained from the Division of Architecture, 803 California State Building, Los Angeles.

FIRE INSURANCE ON SCHOOL BUILDINGS

School officials constantly carry a heavy responsibility for pupils and teachers in connection with fire and panic hazards in school buildings. There are many aspects to the adequate discharge of that responsibility. Four of the most important are as follows:

1. Sound practice in regard to fire resistive construction, and planning and equipment to avoid the danger of panics.
2. Good school housekeeping that recognizes and avoids potential fire hazards.
3. Staff and pupil organization and drills in preparation for proper action during an emergency.
4. Thorough inspections at regular intervals and reports made cooperatively with fire department and insurance officials.

Of the four items mentioned above perhaps the fourth is the most critical because in a way it serves as a check upon the other three. The State Department of Education recently has had called to its attention a "Self-Inspection Blank for Schools" prepared by the National Board of Fire Underwriters, which blank we believe is a splendid instrument to aid in securing adequate periodic inspections and reports. These blanks may be secured in any quantity desired by writing to the National Board of Fire Underwriters, Merchants Exchange Building, San Francisco. That organization also has for distribution a pamphlet entitled *Fire Prevention and Protection as Applied to the Public and Parochial Schools*. This pamphlet should prove helpful in making the inspections contemplated in the use of the above mentioned blank.

The State Department of Education heartily recommends the cooperation of school districts with the National Board of Fire Underwriters in the important matters of improving the safety of pupils, teachers, and school property.

INTERPRETATIONS OF SCHOOL LAW

Supreme Court Decisions

Decision of Appellate Court in Board of Education of Eureka v. Jewett, 89 C. A. D. 643 Becomes Final

The petition of defendant and appellant to have *Board of Education of Eureka et al. v. Jewett*, 89 C. A. D. 643 (digested pages 157 and 158, June, 1937, *California Schools*), heard and determined by the Supreme Court after judgment in the District Court of Appeal of the Third Appellate District, has been denied. (Minutes, Supreme Court as reported in 94 C. D. ii.)

Appellate Court Decisions

Resignation of Permanent Employee of School District

Where a permanent employee of a school district tendered his resignation to the president of the governing board of the district with the intention that the resignation be presented to the board by the president of the board, and the resignation was so presented to the board and was accepted, under School Code section 5.640, by the board, the resignation was not a nullity and could not be withdrawn after its acceptance by the board. (*Shade v. Board of Trustees of Redondo Union High School District etc., et al*, 90 C. A. D. 204, --- Pac. (2d) ----)

Right of Governing Board of School District to Alter Hours and Salaries of Physical Inspectors

The governing board of a school district has the authority to alter the hours and salary of physicians classified as permanent employees of the district and serving as physical inspectors, providing such alterations are not arbitrary or discriminatory, and no attempt is made to reduce salaries for any particular school year after the beginning of the school year. There is no provision of the School Code fixing a minimum school day for physicians employed by school districts as

physical inspectors and the number of hours such physicians may be required to work is an administrative problem which, subject to the rule of reasonableness, must be left to the governing board of the district. Neither the fact that the salary of a physical inspector is reduced to a greater extent than that of a teacher or the fact that after such reduction certain probationary employees were retained and others employed, show in themselves, any arbitrary or discriminatory action by the board. (*Cleeves v. Board of Education of City of Los Angeles et al*, 90 C. A. D. 353, --- Pac. (2d) ----.)

Attorney General's Opinions

Assumption by Union Elementary School District of Obligations of Component Districts

Where, under the provisions of School Code sections 2.850-2.859, the electors of an elementary school district voted to purchase lands and, thereafter, such district was united with another elementary school district to form a union elementary school district, the agreement to purchase the lands is binding on the union elementary school district, which cannot be divided into its component districts for tax purposes or for the purpose of permitting each of such component districts to file a separate budget. (A. G. O. NS468, July 23, 1937)

Time of Making Appointments to County Board of Education

Under School Code section 2.1261, a county board of education may not make appointments to the county board of education, except at its last regular meeting preceding the first day of July. If such regular meeting is adjourned to any date prior to July 1, appointments may be made at such adjourned meeting. (A. G. O. NS444, July 14, 1937)

FOR YOUR INFORMATION

AVERAGE DAILY ATTENDANCE AND STATE APPORTIONMENTS INCREASING

The preparation of the apportionment of state school funds for the school year 1937-1938, based upon the average daily attendance in the public schools during 1936-1937, is now being completed by the Division of Research and Statistics for publication. Reports of average daily attendance submitted by the county superintendents of schools show an increase on all levels over the average daily attendance reported for 1935-1936. Consequently, state apportionments will also be greater this year than during 1936-1937 on all levels.

The total average daily attendance during 1936-1937 on each level for which state apportionments are provided, together with the total amount of the state apportionment to be made therefor during 1937-1938, and the per cent of increase of each, are as follows:

| <i>School level</i> | <i>A. D. A. 1936-1937</i> | <i>Per cent increase over 1935-1936</i> | <i>State apportionment 1937-1938</i> | <i>Per cent increase over 1935-1936</i> |
|---------------------------------------|-------------------------------|---|--|---|
| Elementary grades ¹ ----- | 683,322 | 1.61% | \$42,002,197 10 | 1.64% |
| High school grades ² ----- | 309,886 | 4.69% | 28,580,644 50 | 4.62% |
| District junior colleges-- | 17,894 | 2.33% | 1,610,460 00 | 0.17% |
| Total----- | 1,011,102 | 2.55% | \$72,193,301 60 | 2.77% |

¹ Including elementary grades in junior high schools.

² Excluding elementary grades in junior high schools and including grades 13 and 14 in high school districts.

SCHOOL TRUSTEES CONVENTION

The seventh annual convention of the California School Trustees Association will be held in Fresno, Friday and Saturday, October 8 and 9, 1937. Headquarters will be the California Hotel, but sessions will also be housed in the new Administration Building of the Fresno Public Schools. Although the program is planned to be of special value and interest to members of governing boards of school districts, all persons interested in California public schools are invited to attend. Highlights in entertainment will be the annual dinner on Friday evening and the sectional luncheons planned for Saturday.

PARENT EDUCATION REFERENCES

Two free lists of publications just issued by the U. S. Office of Education are of particular interest to parents and to parent-teacher groups. One is a guide list of U. S. government publications for parents and leaders in parent education, and the other is a bibliography titled *Good References on Education for Family Life*.

The guide list of government publications includes publications on various phases of the mental, physical, and emotional development of children and the education of parents.

Good References on Education for Family Life lists 58 references on phases of family relationships, family behavior, marriage, and the guidance and development of children in the family.

GEOGRAPHIC NEWS BULLETIN

Publication of the *Geographic News Bulletin*, National Geographic Society weekly bulletin for teachers, will be resumed early in October. Each weekly issue consists of five bulletins which contain illustrations and maps from the Society's files. The purpose of this bulletin is to keep teachers informed of geographic changes that constantly go on in all parts of the world, such as altered boundaries, explorations, new place names, and economic developments. The subscription price is 25 cents to cover the mailing costs for 30 weeks and should be sent to the National Geographic Society, 16th and M streets, N. W., Washington, D. C.

BUILDING PLANS BY THE FEDERAL HOUSING ADMINISTRATION

The Federal Housing Administration has made a film showing the construction and design of three small houses. The film is for the purpose of giving information in regard to the best methods used in constructing houses and is made on safety stock, for both sound and silent 16 millimeter machines. A release of this film may be obtained for use in schools by addressing George T. Van der Hoef, Chief, Radio and Motion Picture Section, Federal Housing Administration, Washington, D. C. Persons ordering should designate whether the sound or silent film is desired.

PROFESSIONAL LITERATURE

REVIEWS

HOLLIS L. CASWELL, and DOAK S. CAMPBELL. *Readings in Curriculum Development*. New York: American Book Company, 1937. Pp. xvii+753.

The volume of recent literature on the curriculum is so vast that only a few specialists can attain real familiarity with it. The busy superintendent and principal can not possibly hope for acquaintance with more than a small portion of it. In no phase of education, however, is there a greater need for an understanding of basic principles and knowledge of current practice and trends by all educational workers. Curriculum development is receiving increased emphasis throughout the country. It is rather generally agreed that the best results in curriculum construction are attained when the superintendent, principals, supervisors, classroom teachers, and curriculum specialists work together. Effective participation in such a program demands a wide use of reference materials.

The compilation of a source book on the curriculum is a contribution of great practical value. The authors of this new volume are eminently qualified by virtue of their experience in directing curriculum revision in a wide variety of situations to select those materials which are of most significance.

The wide scope of the volume is indicated by the following headings, used as chapter titles in the author's previous volume on *Curriculum Development*, under which the selections are grouped; I, Challenge of Contemporary Life to the School; II, The Social Responsibility of the School; III, Significant Influences on Curriculum Development; IV, Concepts of the Curriculum; V, Principles Basic to Curriculum Development; VI, Aims of Education; VII, Scope of the Curriculum; VIII, Pupil Purposes; IX, Activities for Realization of Purposes; X, Selection of Subject Matter; XI, Grade Placement and Time Allotment; XII, Teaching Procedure; XIII, Evaluating the Outcomes of Instruction; XIV, Organizing Instruction; XV, The Unit Basis for Organizing Instruction; XVI, The Course of Study; XVII-XVIII, Administrative Considerations and Administrative Organization in Curriculum Development.

Great care appears to have been exercised in selecting readings which are truly representative of divergent points of view in thought and practice. The material included was chosen to meet the following criteria: (1) authoritative source, (2) clear and effective presentation, (3) wide range in point of view, (4) materials not readily accessible elsewhere, (5) recent statements of proved significance.

The book will undoubtedly be widely used as a reference on the curriculum. More specifically, it should prove of immense practical value to curriculum directors and to curriculum committees actually engaged in curriculum revision.

IVAN R. WATERMAN

Current Curricular Practices in Elementary Education. Ninth Yearbook of the California Elementary School Principals' Association. California Elementary School Principals' Association, 1937. Pp. 158.

The Ninth Yearbook of the California Elementary School Principals' Association presents a unique plan of organization. Part One is a general statement of

the direction in which the modern curriculum is moving. Part Two carries the caption "Curricular Practices in California" and illustrates how the general philosophy presented in Part One is being carried out in practice in California schools. Successful units of work carried out with various age levels are included. Statements on current practice in individualized instruction, the auditorium program, the library, courses of study, and other topics of vital interest are included in Part Two. Part Three is devoted to curricular problems under consideration by the state committee on the scope and sequence of major learnings. Part Four is concerned with matters of particular interest to the Association.

Adin D. Henderson, Principal of the El Dorado School, Sacramento, is the editor of the Yearbook and is to be congratulated on his success in obtaining and publishing these materials which represent some of the best thinking on curricular problems to be found in California. The philosophy, the units, the many practical suggestions, and the experiences of outstanding educators in meeting curricular problems make this Yearbook in reality a handbook for professionally minded principals striving to improve instruction in their own situations.

Dr. Walter Dexter, Superintendent of Public Instruction, Mrs. B. C. Clark, President, California Congress of Parents and Teachers, Inc., and William J. Burkhard, President, California Elementary School Principals' Association, all greet the members of the Association through brief messages in the Yearbook.

The editor and his committee have done more than publish another Yearbook. They have stimulated sound educational practice among the members of their organization by focusing attention upon vital, common curricular problems and they have encouraged research in the solving of these problems. The Ninth Yearbook is an excellent professional enterprise.

GLADYS L. POTTER

Selected References in Education, 1936. Supplementary Educational Monographs Number 44, February, 1937. Chicago: University of Chicago. Pp. x+215.

Outstanding as a source for references on nearly every phase of education is the series of annual bibliographies issued by the Department of Education of the University of Chicago. The volume for 1936, the fourth of the series, continues the policy of reprinting the twenty lists of selected references published during the year in the *School Review* and the *Elementary School Journal*. These lists were prepared by specialists, each of note in his own field, and well qualified to select the most important contributions from the large body of educational literature published during the year and to indicate their scope and particular significance in brief annotations.

The publication of these lists, and their issuance in monograph form, has proved a valuable contribution to the educational profession.

IVAN R. WATERMAN

CURRENT PUBLICATIONS RECEIVED

ANDERSON, HAROLD HOMER. *Children in the Family*. New York: D. Appleton-Century Company, 1937.

ANDRUS, RUTH. *Curriculum Guides for Teachers of Children from Two to Six Years of Age*. New York: Reynal & Hitchcock, 1936.

BENTLEY, JOHN EDWARD. *Superior Children*. New York: W. W. Norton & Company, Inc., 1937.

A Bibliography on Education in the Depression. Washington: Educational Policies Commission of the National Education Association and the American Association of School Administrators, 1937.

BOLTON, FREDERICK ELMER. *The Beginning Superintendent*. New York: The Macmillan Company, 1937.